R E P O R T R E S U M E S

ED 014 687 AC 001 727

THE HIGH SCHOOL COMPLETION PROGRAM FOR ADULTS AND OUT-OF-SCHOOL YOUTH.

BY- SMITH, MAX S. AND OTHERS
MICHIGAN ST. DEPT. OF PUBLIC INSTR., LANSING

REPORT NUMBER MSDPI-BULL-370 PUB DATE 65
EDRS PRICE MF-$0.25 HC-$1.44 34P.

DESCRIPTORS- *ADULT STUDENTS, *OUT OF SCHOOL YOUTH, *CONTINUATION HIGH SCHOOLS, *PUBLIC SCHOOL ADULT EDUCATION, *STUDENT CERTIFICATION, FINANCIAL POLICY, TEACHER QUALIFICATIONS, DROPOUTS, ADMISSION CRITERIA, UNITS OF STUDY (SUBJECT FIELDS), ACHIEVEMENT TESTS, GUIDANCE COUNSELING, STUDENT COSTS, FACILITIES, PRIVATE SCHOOLS, VOCATIONAL SCHOOLS, STATISTICAL DATA, EDUCATIONAL OPPORTUNITIES, CORRESPONDENCE STUDY, ACCREDITATION (INSTITUTIONS), MICHIGAN, TESTS OF GENERAL EDUCATIONAL DEVELOPMENT, GED,

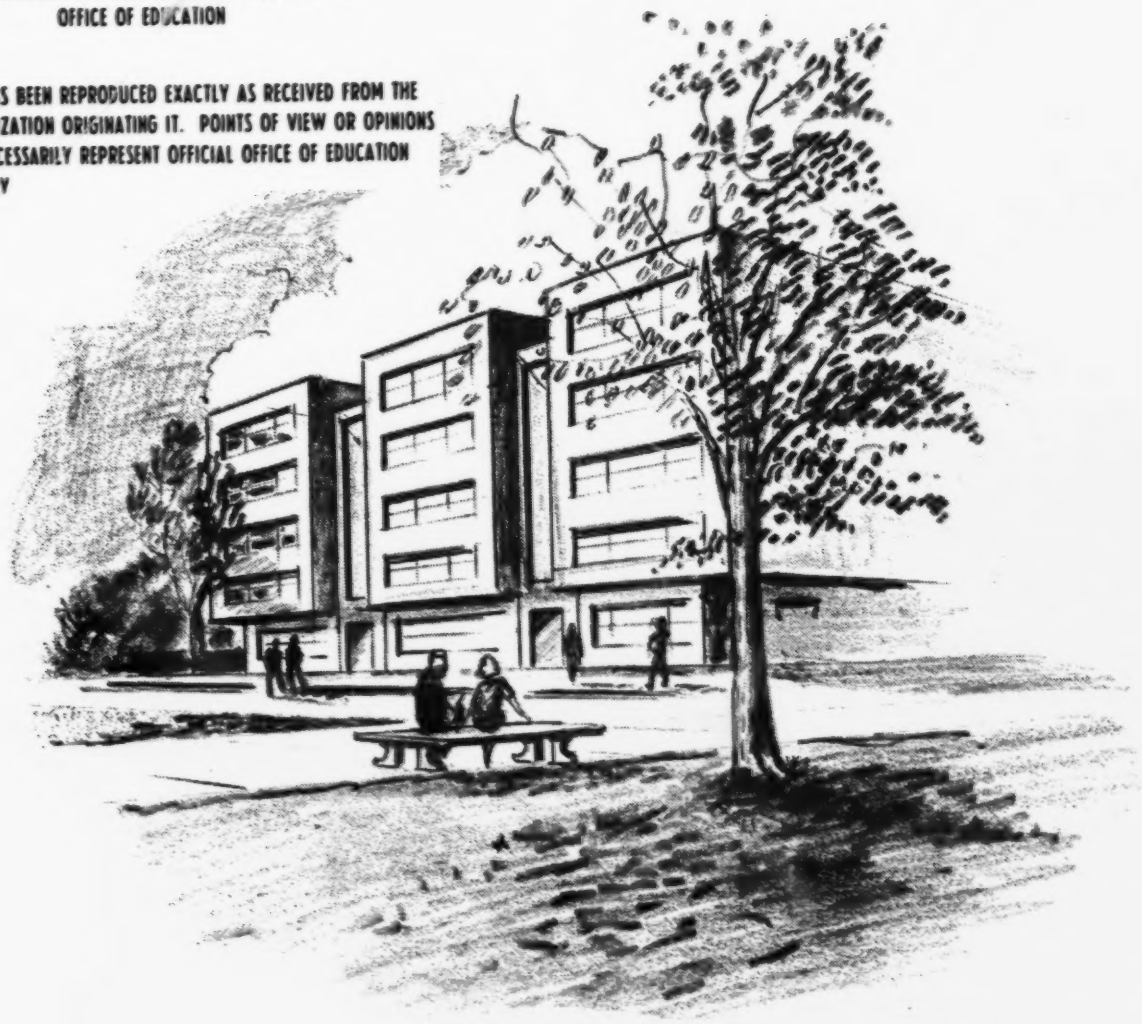
DETAILED RECOMMENDATIONS ARE GIVEN FOR A PROGRAM OF HIGH SCHOOL COMPLETION STUDIES FOR ADULTS AND TEENAGERS IN MICHIGAN. THE BACKGROUND AND THE CAUSES AND EFFECTS OF THE DROPOUT PROBLEM ARE REVIEWED, AND THE OPPORTUNITIES AND PROBLEMS (PRINCIPALLY ACCREDITATION AND FINANCIAL POLICY) PRESENTED BY EXISTING PROGRAMS IN MICHIGAN AND CERTAIN OTHER STATES ARE DISCUSSED. CURRICULUM OBJECTIVES (ACQUISITION OF ACADEMIC KNOWLEDGE AND VIABLE JOB SKILLS), TEACHER QUALIFICATIONS AND FUNCTIONS, FINANCIAL RESPONSIBILITY, AND RELATIONSHIP TO THE TOTAL PUBLIC SCHOOL PROGRAM ARE OUTLINED. FINALLY, POLICY SUGGESTIONS ARE LAID DOWN CONCERNING STUDENT ELIGIBILITY, EQUIVALENCY TESTING, GREATER ALLOWANCE FOR PREVIOUS CREDITS AND WORK EXPERIENCE, ISSUANCE OF DIPLOMAS, COUNSELING SERVICES, ADMINISTRATION AND FUNDING, AND OTHER ASPECTS OF PROGRAM IMPLEMENTATION. (INCLUDED ARE TEN REFERENCES AND APPENDIXES ON EQUIVALENCY AND ACHIEVEMENT TESTS.) (LY)

ED014687

The HIGH SCHOOL COMPLETION PROGRAM for ADULTS and OUT-OF-SCHOOL YOUTH

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY



BULLETIN NO. 370

Published by

THE DEPARTMENT OF PUBLIC INSTRUCTION
Lynn M. Bartlett, State Superintendent Lansing, Michigan 1965

Developed by

THE COMMITTEE ON POST-TWELFTH GRADE COMMUNITY EDUCATION

AC000 1727

FOREWORD

The school dropout problem has become a major concern of educators in recent years because there is ample evidence to show that more and better education is needed today to enable one to obtain and keep gainful employment. Because the dropout problem probably will be part of the social scene for some time to come, serious efforts must be made to remedy the situation. The dropout is aware of his need to return for more education and many will return if an opportunity is afforded them to do so.

No longer is a high school diploma by and of itself the magic ticket to success that it was once considered to be. Yet it is very important, particularly when it either means a person is qualified to go on and further his education or that it means the holder possesses some skill needed by the labor market.

Unfortunately, the high school graduate with neither of these attributes is little better prepared for today's society and its needs than is the person who quits school before receiving that very important piece of paper known as a diploma.

Because the need for educated and well trained persons exists in all walks of life today and will be even more so tomorrow, the plight of those who are not going on to advanced education or who are not prepared well in some needed skill will necessarily worsen. This is equally true for the high school graduate and the school "dropout".

I am, therefore, most happy that the Committee on Post Twelfth Grade Community Education has addressed itself to this important area and is suggesting a program of high school completion studies for both adults and teenagers who left school before graduation from high school.

This report contains the Committee's suggestions and recommendations after a year and a half of study, review and final editing. It is presented to you only after great deal of deliberation and discussion by the Committee and after having been reviewed critically by several educational organizations. I wish to express my thanks to the following groups for their interest and assistance:

Michigan Association of School Administrators
Michigan Association of Secondary School Principals
Michigan Association of Public School Adult Educators
Adult Education Association of Michigan
Michigan Council of Secondary Education
U. of M. Bureau of School Services

My sincere thanks go to the members of this Committee for preparing this bulletin. I feel that their recommendations will have a significant bearing on increasing the number of adults and out-of-school youth returning to complete their high school studies.

May this report help stimulate many of Michigan's citizens to complete their high school requirements for graduation and thus better prepare them for future education or for today's labor market.

Lynn M. Bartlett

Lynn M. Bartlett

PREFACE

Educational literature is replete with articles and statistics regarding adults that did not complete high school and now wish to have available practical programs that will allow them to complete high school. Much research has been conducted as to the reasons for it. But the problem is still with us. Recently, increased attention has been given to, and the public has been made aware of, the need for greatly improved and changed educational programs for deprived areas. Present and emerging economic opportunity programs are providing State and Federal financial encouragement to meet this need.

This and other programs, it is hoped, will eventually have a real effect in reducing the number of dropouts. The fact that there is this large number of dropouts really represents a failure on the part of the school and of society in general to get at the basic cause and to provide the kind of school program which will meet the real needs of all the children.

But it will take time to do this and, of course, the dropout problem will not ever be entirely eliminated. The question remains as to what may be done to bring back to school those who have dropped out. There is ample evidence to show that more and better education is needed today to enable one to obtain and keep gainful employment. Job opportunities for those without at least a high school education are rapidly disappearing. Those who have dropped out in former years are learning "the hard way" that they should have completed high school. Large numbers of them of all ages and with all levels of completed education below high school graduation are now coming back to the school, usually to the adult education department to work toward high school completion.

The problem these "returnees" face are many and varied. Many of them are now employed somewhere in some capacity. They can only attend evening classes if they have daytime employment. Furthermore, the changing shifts from day to night, etc. make difficult the completion of courses started.

Most returnees are young married people with families to support and educate and with very limited financial resources. One or two evenings per week is all the time they can be expected to spend away from their families and probably about all they can afford financially, depending on the fee schedule.

With limited time available for school attendance, the number of courses to complete seems to be a formidable obstacle, which will literally take years to surmount, unless a more realistic program can be found. Certainly some sort of special considerations and adjustments are indicated.

On the other hand, however, is the rightful desire of the high school to maintain high academic standards and to have its diploma mean something. Furthermore, the secondary school administrator and his board of education do not wish to violate established criteria of accrediting agencies.

It has been suggested that two or more kinds of high school diplomas be given. One could be for graduation from the regular day school with the usual credit and hour requirements. Another could be for graduation from the Adult High School Program, with requirements modified to suit the maturity, educational background, out-of-school experience, etc. of the enrollee. It is readily apparent that such a procedure has advantages and drawbacks, both from the standpoint of the school and the student.

There is a real need for hard thinking at the state and local level about this whole problem. This bulletin proposes to discuss these problems and present ideas which may lead to acceptable solutions.

COMMITTEE ON POST-TWELFTH GRADE COMMUNITY EDUCATION
Membership - 1964-65

Max S. Smith (CHAIRMAN)
Director, Community College Cooperation
Michigan State University
Room 5, Kellogg Center, East Lansing

Wilfred F. Clapp (CO-SECRETARY)
Assistant Superintendent
Administrative Services
Department of Public Instruction

John Anderson
Director of Adult Education
Livonia Public Schools
15125 Farmington Road, Livonia

Dr. Milton Brown
Director of Higher Education
Michigan Education Association
1216 Kendale Blvd., East Lansing 48824

Ferris N. Crawford, Asst. Supt.
General Education
Department of Public Instruction

Dr. W. Dean Edmundson
Southeast District Administrator
Detroit Public Schools
7630 Harper Street, Detroit 48213

William H. Ehlhardt
Director of Adult Education
Allen Park Public Schools
17401 Champaign, Allen Park

Charles M. Greig
Director of Secondary Education
East Detroit Public Schools
15700 East Nine Mile, East Detroit

Linus W. Heydon, Coordinator
Continuing Education Division
Kellogg Community College
Battle Creek, Michigan

Loy B. LaSalle, Director
Adult Education Center
Lansing Public Schools
419 N. Capitol Avenue, Lansing

James O. McCann
Dean of Student Services
Henry Ford Community College
4824 Lois Avenue, Dearborn

Howard R. Maynard, Coordinator
Terminal Technical Education
Div. of Applied Sciences
Macomb County Junior College
22240 Federal Avenue, Warren

Arnold Metz, Dir. of Voc. & Adult Educ.
St. Clair River Area Program of
Coordinated Educational Services
696 Meisner Road, Marine City

Henry J. Ponitz
1214 Chester Road
Lansing, Michigan 48912

Sigurd Rislov
Professor of Higher Education
Wayne State University
Detroit 2, Michigan

Jack R. Rombouts, (CO-SECRETARY)
Chief, Adult Education
Higher Education and Certification
Department of Public Instruction

Edwin St. John, Consultant
Agricultural Education
Department of Public Instruction

Norbert Samulski
Warren Woods Public Schools
27450 Schoenherr Road
Warren, Michigan

Louis Schulz
Division of Adult Education
Flint Public Schools
1401 E. Court Street, Flint

William Seiter, Superintendent
Montcalm Area Intermediate School Dist.
Stanton, Michigan

Wendell Shroll
Grand Rapids Junior College
Grand Rapids Public Schools
143 Bostwock, N.E., Grand Rapids

Robert B. Smith, Superintendent
Grosse Ile Township Schools
23270 E. River Road, Grosse Ile

William Valade, Director
Adult Education Division
Highland Park Public Schools
12541 Second Avenue, Highland Park 3

Raymond Young
Professor of Higher Education
University of Michigan
Ann Arbor, Michigan

TABLE OF CONTENTS

		Page
CHAPTER I	THE BACKGROUND OF THE PROBLEM.	1
CHAPTER II	ESTABLISHED PROGRAMS (Opportunities and Problems). . . .	9
CHAPTER III	SUGGESTED PROGRAMS AND POLICIES.	15
CHAPTER IV	SUGGESTED CRITERIA FOR ISSUING HIGH SCHOOL DIPLOMAS FOR ADULTS.	23
APPENDIX A.		27
APPENDIX B.		29
BIBLIOGRAPHY.		31

Chapter I

THE BACKGROUND OF THE PROBLEM

I. THE CURRENT SOCIAL AND ECONOMIC SCENE

Diminishing Need for Unskilled Manpower

It is a stark reality that automation and machines are replacing unskilled manpower at a rapid rate and that this trend will continue. While machines in 1800 did a bare 4% of man's labor, today they do 95%. When before the turn of the century, over 85% of the labor force was engaged in producing food and fibre, it is accomplished today with a bare 6%. The demand for the undereducated, untrained worker is all but disappearing and is no more a significant factor in the absorption of the many unemployed.

Growing Need for the Well Prepared

The other side of the picture shows a growing need for highly skilled and technically prepared personnel. Demand for the professionally educated remains high and is increasing. The preference is for those with an ever higher educated readiness.

The reasons behind the demands for the better informed and educated can be seen on every hand. Fifty percent of the chemicals used in industry today were not used ten years ago. Neither were 90% of the medical components of prescriptions. In design testing of any plane model today, we are told, it is common to collect one million measurements in a single test flight. Authoritative sources indicate that each day of 1963, sixty million pages of scientific literature were printed. Thus the information explosion continues and today there is 65 times as much knowledge to be known in science as in 1900.

"By 1970, one fourth of the nation's labor force will be employed in semi-professional, technical jobs that didn't even exist in 1930," says University of Michigan technical-education expert Dr. Norman C. Harris.[1]

We are halfway into the working world of tomorrow. Its shape in five years, as Dr. Harris sees it, will be something like this:

At the top will be an estimated 18 percent of Americans who are engaged in professions which require four or more years of college. Next, some 50 percent of the work force will hold "middle manpower jobs"--ranging from semi-professional and technical to clerical and sales. These will require at least a high-school diploma and up to two years of college or technical training. Below will be an estimated 26 percent, high-school or vocational-school graduates, doing skilled work (carpentering, automobile repair) or semiskilled work (factory production, gas-station tending). This leaves only six percent of the work force for the unskilled jobs that machines can't do--and that require no more than a grade-school education.

Note that 94 percent of the jobs in this working world around the corner will require a high-school education or better. According to the 1960 census,

---

[1] WHERE THE JOBS ARE, by Lester Velie, Author of "Labor U.S.A. Today", Reader's Digest, January, 1965.

the average educational level for those 25 years of age and over, is 10th grade in Michigan.

An Ever Growing Labor Force

In the meantime the available labor force is growing at an unprecedented rate due to a sharp rise in the total population. Over two million 18-year-olds seek work each year with the number constantly rising. This is a 50% growth over the previous decade and reflects the coming of age of the war babies. The birth rate mounts steadily, stemming in part from earlier marriages and larger families.

Another growth factor is seen in the planned immigration and admission of refugees from countries of oppressed peoples.

Moreover, the numbers of mothers working outside the home has doubled in the last decade. Altogether one of every three workers in America today is a woman. Finally, people live and work longer. Those reaching age 65 have an average life expectancy of fourteen more years and this country's 18,000,000 over 65 today grow by half a million each year. Population pressures, long felt by Asiatic and other countries, are with us in the United States, affecting markedly the labor force as well as social conditions.

An Economy of Things

One of the most significant characteristics of the present American scene is the abundance of things the citizen has. Mass production in diversity, be it the can, the can opener, lipstick or the automobile, is one of the phenomena of our time, especially in this country. Many of the products are labor-saving, some given human comfort, others advance the economy while still others have little or no social value. On the whole, the abundance of materials, gadgets, devices and implements produced are altogether tremendous in their capacity to provide a richer and more abundant life when used constructively and in moderation.

A Mass-Produced Culture

Another significant aspect of our society is its mass-produced culture. Such communication media as the daily newspaper, the weekly and monthly periodicals, the radio and TV are profusely available. One of these sources of knowledge, information and entertainment is in almost every home, most homes have several and many have all of them. The significant fact is that these media are available to everyone for constructive enlightenment despite the presence of media geared to sensationalism aimed at non-thinkers.

The Phenomenon of Free Time

One of the phenomena of our day is the abundance of free time. The five-day work week and the eight-hour work day have been reduced by long vacations and paid holidays. Late entrance into an occupation and earlier retirement provide further uncommitted time. Free time far beyond that dreamed of a generation ago is within grasp of practically all.

Uncommitted time has implications other than economic. It has potential for learning and pushing back intellectual frontiers. It has capacity for

pervading the entire social fabric, bringing quality living to man's entire existence.

The Modern Scene, Its Challenge to Education

The modern scene, then, is one marked by a vanishing need for unskilled workers amidst a steadily growing labor force. It is one of producing more and more with less and less manpower. The premium is on the academically well-educated and the technically prepared. The scene is one of creating greater wants while earning capacity is delayed. It is one providing mass opportunity for intellectual and cultural pursuits with an abundance of free time to pursue them.

This is the Michigan scene and at once the American scene which society faces in general and the schools specifically in motivating youth and adults to self-realization, to economic efficiency and to effective modern living. The challenge is vast. For while it carries with it great potential for intellectual growth and cultural progress, it also provides fertile soil for the growth of individual deterioration and cultural decay.

II. THE ROLE OF EDUCATION TODAY AND MINIMAL NEEDS FOR EFFECTIVE MODERN LIVING

Based on the position that a society is only as sound and as fine as its members, it necessarily follows that public school adult education is a logical extension of the community's educational responsibility. The public school must provide for the basic educational needs of adults and out-of-school youth on the job, in the home, and as citizens by providing sound opportunities for them to cultivate their mental, moral and spiritual talents to their highest individual capacities.

Basic Reading and Numbers Skills

Academically the public schools should provide a strong up-grading curriculum in reading, in oral expression, and in number skills using adult subject matter, paced at their ability to achieve.

Because adults usually have broad experience backgrounds, an adequate oral vocabulary and strong motivation, they can master literacy skills quicker than is regularly required for the juvenile. This indicates that the teaching methods and materials should be telescoped to shorten the time involved in obtaining reading proficiency.

Up-grading in number skills, although not as serious a problem as that presented by the reading skills, must be dealt with as the individual progresses in the reading program.

A Flexible Secondary Program

At the secondary level at least minimal needs for effective modern living should be provided. General education in communication skills, mathematics, science and social studies are necessary to provide backbone requirements leading toward a high school diploma. In addition, a much wider range in vocational and technical subjects should be offered leading directly to a salable skill on their completion.

The vocational and technical courses offered should be geared to employment opportunities. The curriculum should be so flexible that it can be changed from term to term according to the changing requirements of the world of work.

Equality of Opportunity

To achieve these goals every individual should have equality of opportunity. Regardless of the individual's social or economic level, regardless of his color, whether he lives in a modern suburb, or the backwoods, or a city slum, he should receive the best in the way of opportunity and encouragement to develop whatever abilities he possesses. The methods of financing public education must be revised and so devised so as to make this possible.

A Minimum Goal

The immediate minimal goal for out-of-school youth and adults should be a basic education available through the twelfth grade.

This means that the state must take strong leadership in urging local school districts to make basic education available, accessible and flexible so that no matter where the individual may reside, he will have the opportunity for self improvement.

Availability

Existing as they do in every locality public schools are already on the spot to react to recognized educational needs. The public schools have the facilities, and with additional funds, could staff and operate a program to meet the many educational demands of the out-of-school youth and adults.

Accessibility

Such a program must be centered not only in a geographical sense, but in terms of cost and hours convenient for the individual. Education of the adult public to cope with its current responsibilities is a matter of social and economic survival. This demands an operation with such a low financial threshold as to encourage all to enter.

Flexibility

Educational needs and circumstances change rapidly in today's world. These changes may be additional resources from other agencies which permit the school to alter its emphasis or additional demands made by new occupational requirements through rapid change in industrial and business techniques which call for the mobilization of new resources and adjustments in school curriculum. The public school is the institution bearing the responsibility for such adaptation.

III. THE EXTENT OF THE DROPOUT PROBLEM, CAUSES AND EFFECTS OF UNDER EDUCATION

What is the Problem?

Only 60 percent of the students who enter the fifth grade remain long enough to graduate from the twelfth grade. The United States Department of Labor estimates that between 1960 and 1970 twenty-six million youth will enter

the labor market. If the dropout rate of 40 percent continues, it would mean that almost ten and one-half million of these youth will not have a high school diploma.

Dropouts Unprepared for Adult Responsibility

Many who drop out of school at 16 or 17 are not prepared to accept adult responsibility. For the most part, these youth have been unable to hold part-time jobs while they were in school.

A recent study[2] indicates areas in which the dropout is unprepared for adult responsibility:

Dropouts have a more difficult time adjusting to work than do high school graduates. Furthermore, dropouts received fewer promotions and saw less chance for promotion than did the high school graduate.

Dropouts tend to marry earlier than graduates. The little evidence that is available reveals that the marriages of the dropouts have been much less successful than the marriages of the graduates. More dropouts than graduates were divorced.

There have been several studies which point up the difficulties dropouts have in getting jobs. Because a high school diploma should be one indication that a youngster has the ability to learn, many employers are unwilling to hire and train youth who do not have a high school diploma. If a company is willing to invest money in training a youth for a job, that employer wants some assurance that his investment will pay off. There is no point in training a boy who will not complete the training.

Recent research findings show that dropouts are less happy with their jobs than high school graduates. In addition, high school graduates can expect to earn about $30,000.00 more than the dropout during a working lifetime.

Unfortunately, it appears that those youth who can best profit from more school experiences are the ones who are most likely to leave school before graduation. Many of these youth need a place where they can learn how to handle the responsibilities of adulthood and the school can provide such a setting.

Who Are the Dropouts?

There are few schools which do not have dropouts. Although the number of dropouts vary from school district to school district, nearly every school recognizes the dropout as a major educational problem. This concern has resulted in many research studies. The results of these studies provide some clues about dropouts. The following are some of the characteristics which distinguish the dropouts from the high school graduates according to the same Wayne County Board of Education study.

Sex - More males than females leave school before graduation. Out of every 100 dropouts, approximately 60 are males and 40 are females.

---

[2] The Dropout -- Whose Responsibility? Published by the Wayne County Board of Education, Detroit 26, Michigan

Intelligence - While the dropouts do not score quite as high on intelligence tests as do graduates, most dropouts are sufficiently intelligent to be educated profitably in our schools. A study in Maryland, for example, found that 49 percent of the dropouts had an I.Q. which was average or above average. (In Michigan, a Battle Creek study demonstrated that the IQ's of those who return generally range from 95 to 115. Very seldom are any below 95, while frequently going above 115.)

Failure - Most dropouts are failing when they leave school. Many of them have failed before. Most failures occur in the first, second, eighth and ninth grades.

Reading - More poor readers than good readers drop out of high school. Dropouts are sometimes two full years behind in reading.

Attendance - There is more truancy among dropouts than among graduates.

Transfer - Dropouts show a history of more transfer from one school to another than graduates.

School Activities - There is little or no participation in school activities, such as clubs or sports, among dropouts.

Family - Many dropouts come from broken homes (divorce) or homes where the parents do not get along too well with each other. In addition, the parents themselves do not have much education. One study revealed that four out of five parents of dropouts were dropouts themselves.

Friends - The dropout tends to have few friends in school, associates with older youngsters, and often displays a feeling of not belonging.

Dissatisfaction with School - This is the reason dropouts most often give for leaving school. Sometimes the dropout means he has difficulty with his teacher, sometimes he means he needs more help than he is getting, sometimes he means he does not like his courses, and sometimes he means he is failing.

It is important to recognize that no single factor listed above is responsible for all the dropouts. It is entirely possible for a youngster to have one or more of the above characteristics and still graduate from high school. However, a realization that these are characteristics of dropouts can assist teachers and parents in meeting the special needs of a youngster.

Effect of Undereducation

The current crop of dropouts adds to the total undereducated adult population already on the National scene. The hazardous effects of adult undereducation, particularly as they come to focus in the growing populations of large cities, emphasize the overwhelming and immediate necessity to find the means to help adult citizens to exercise, more adequately, their public and private responsibilities, and to achieve economic and social independence.

From a national viewpoint, these seriously undereducated adults constitute a brake upon the ability of this Nation to meet its internal and international responsibilities quickly and resourcefully.

(A) As workers, the undereducated adult is less and less able to meet the rising levels of skill demanded by our improving technology. There are inevitably the last hired, the first fired, and the perennial consumers of our welfare budgets. They lack the basic educational means to take advantage of vocational retraining programs, and become an increasingly larger and harder core of chronically unemployed.

(B) They are less and less able to provide the parental guidance their children need in the face of the growing complexities of modern urban life and, under these circumstances, their lack of education diminishes the stability and the beneficial influences of our Nation's families, whose vigor undergirds our national virtue.

(C) They are less resourceful in using, wisely, the increasing hours of leisure which improved technology and increasing longevity are providing.

(D) They are readily exploited by those who prey upon the ignorant and the gullible. They find it difficult to protect themselves, their families, and their communities from irresponsible or malicious propaganda.

(E) They provide a weak and shifting element in the foundation of citizen understanding upon which our national leaders depend for support in the complex decisions of the day.

In Michigan, the 1960 census reveals that over 200,000 adults over 25 years of age (6% of the age group) have less than 5 years of schooling; over 25% of this group never finished elementary school; only 49% of them have finished high school. Current studies suggest that the actual level of reading, writing, and arithmetical achievement of these groups is much lower than implied by census data.

The growing mobility of people brings the undereducated from one locality quickly to another. One problem of the great cities is the growing numbers and concentrations of educationally deprived persons who have migrated from less-favored areas. Moreover, decisions and behavior of individuals and groups in one locality have immediate repercussions throughout the country and even the world.

Adult Education offers unique potentialities for this era with its demand for rapid and complete mobilization of human mental resources. The decisions which are being made now and in the next few months and years will be crucial to the survival of our world. The ultimate voice in making these decisions in this democracy is that of today's adult. We cannot wait for today's children to be trained to handle tomorrow's problems. It is scarcely better, in this age of accelerating change, to find today's adults trying to handle today's problems with yesterday's knowledge. If we are to have the informed electorate which is necessary for our successful functioning in a democratic society, we must utilize every available means to train today's citizens for today's needs and hopefully for those of tomorrow. We must continue to educate the people who are already exercising active influence as workers, employers, parents, voters and taxpayers, to understand and deal intelligently with the fluid but crucial issues of our time.

Emphasis needs to be given to the fact that the continuing education of adults is as vital to a society as the education of its children, and the

effects are more immediately felt. Moreover, the benefits derived by the State are no less significant than are those derived by the person participating.

The effects of ignorance are not less dangerous than those of physical disease, against which we have set elaborate quarantine systems. The symptoms of ignorance are harder to detect, but no less malicious.

IV. PROBLEMS OF ENROLLEE

It has been observed that adults have educational needs which are immediate and urgent. These needs must be met by a system philosophically and functionally geared to the practical and immediate.

It has been further observed that adults responding to adult elementary and secondary school courses are subject to all sorts of pressures not generally associated with the education of children.

A. Adults have little or no patience with programs that emphasize indefinite periods of educational confinement as a prime requisite for credit or a credential of accomplishment. In other words, the amount of time required in sitting at a desk should have no place in awarding credit.

B. Extreme motivation difficulties arise when adults are confronted with programs that in some institutions might extend over years of adult school attendance and may involve repetition of learning experience they have previously covered or out grown.

C. Adults usually have family and other obligations which limit the periods when they can be away from home for class attendance especially when major portions of course preparation can be done at home.

D. Because a comprehensive program can best be offered in area centers, adults also have a travel problem. Consideration in scheduling classes should be given to minimizing the number of trips necessary to complete a course.

E. Resistance on the part of many traditional public school administrators to accepting and evaluating courses taken by adults in non-public institutions, business colleges, trade schools, service schools and others often force adults to duplicate ground covered in these institutions before credit is granted.

Adults shy away from programs which are restricted in time and pace and give little or no consideration to these grown up problem areas.

A truly functional basic education program for adults should be based on instruction free of the limitations of the traditional curriculum built for the juvenile.

Chapter II

ESTABLISHED PROGRAMS (OPPORTUNITIES AND PROBLEMS)

I. PRESENT OPPORTUNITIES FOR FURTHER STUDY

Public School Policy

In order to gain a clearer picture of current opportunities existing in Michigan for adults and out-of-school youth to complete their high school education, a sampling survey of 32 secondary school districts ranging in size from Detroit to Petoskey and including nearly all of the larger cities in the state was conducted by the sub-committee on established programs in the spring of 1964.

The study showed that 30 of the 32 schools surveyed were providing high school completion programs for adults. In two systems only supervised correspondence study was used; in eight programs regular adult classes were supplemented by supervised correspondence study, and in 20 programs opportunities for high school completion were provided almost exclusively through day or evening adult classes with certificated teachers.

During the five year period 1959-1964 these 30 school systems reported a total enrollment of 117,038 adults and out-of-school youth engaged in high school completion. Of this number, 3,361 received high school diplomas during the five year period. This means that less than three per cent of the adults enrolled during this period actually completed the prescribed course of study and received high school diplomas.

In accordance with the State Aid Act of 1964-65 no tuition or fees are to be charged to persons taking high school credit courses toward a diploma. These persons can now be counted in membership on the 4th Friday count with the district receiving state aid on a pro-rated basis. (i.e. Enrollment in a one-credit course equated $\frac{1}{4}$ membership etc.)

Time Necessary for High School Completion

A youth who dropped out of school in the first semester of the ninth grade will require 5 to $9\frac{1}{2}$ years to complete his high school program according to a limited number of returns. In one or two districts reporting it is possible for that youth to take equivalency or grade-placement tests and then begin with the 10th grade. In other districts it will be necessary for him to complete the required number of units, varying from 16 to 19, in classes. In most of the programs he can take only two subjects per term or semester. In a two-semester program he can thus earn 2 Carnegie units each year. Thus he will require 8 years to earn 16 units for graduation. In programs where three terms are offered, the maximum will be 3 units per year or a little over 5 years to complete high school. The above is based completely on credits earned in class and does not allow for any credit from any other sources.

In schools offering two semesters of work per year a senior dropout will need two years to complete his work and in those offering three terms a year he can complete his work in 4 terms. If he has taken all previous work in another school district, he will usually be required to have from 2 to 4 units before being allowed to graduate. Also, several Michigan districts require

that he have attained his 20th or his 21st birthdate before being allowed his diploma. One district allows up to two units of credit for equivalency testing in the 10th, 11th, and 12th grades.

Private School Policy

The survey of private trade and vocational schools in Michigan by Richard T. Keist and Raymond J. Young (July 1964), indicates four major areas of study: Beauty Culture and related fields (24 schools - 1391 graduates in 1963), Business and related fields (32 schools - 5930 graduates in 1963), Skilled trades and related fields (19 schools - 2407 graduates in 1963), and the Arts and related fields(8 schools - 584 graduates in 1963).[1]

It is evident that non-public trade and vocational schools play an important role in post-high school training in Michigan. The 1963 enrollment represented about 5 1/2 per cent of the total enrollment in all Michigan public and post-high school institutions. More than 10,000 students are graduated annually from the 91 reporting schools and 23,000 to 24,000 students are expected to enroll annually in these schools between 1965 and 1975.

In general, these schools charge tuition by the course and the amount varies depending on the course. The tuition for a course in Cosmetology may range from $200.00 to $600.00 and tuition for a barbering school may range from $590.00 to $854.00. In the skilled trade schools tuition is often charged on a weekly basis, amounting to $15.00 to $20.00 per week in several of the schools reporting. Tuition in the school of arts and related fields range from $200.00 to $650.00 for a course. In the business and related fields, school tuition charges range from $150.00 to $250.00 per quarter with median charges for full-time students being approximately $200.00.

II. AN ANALYSIS AND EVALUATION OF THE MERITS AND SUITABILITY OF CURRENT OPPORTUNITIES FOR STUDY

In assessing current opportunities for high school completion it is true that opportunities exist, especially in the larger school districts for actual attendance in public school classes leading to a high school diploma. An interested person might enroll in day school classes as a post-graduate, but due to the maturity of such a person, together with the probability that he is employed during the day, this is often not feasible. Such a person might enroll in a private school but here he would be faced with an increased financial cost together with the probable conflict with his working hours. The approximate cost of private school instruction is given in the statement above on private schools, nature and cost. Another possibility exists in high school completion by correspondence study. Supervised correspondence study provides a regular place and time to complete assignments and undoubtedly results in a greater number of successful completions than result from individual study at home. In the sampling survey ten districts reported on the use of supervised correspondence study for high school completion in addition to regular classes. Three of the ten schools reported extensive use, three moderate use (10-15 per term) and four schools indicated limited use of this method. The cost of correspondence school study will be discussed under financial problems of the enrollee which follow later.

---

[1] WHERE THE JOBS ARE, by Lester Velie, Author of "Labor U.S.A. Today", Reader's Digest, January, 1965.

Public school or community college adult day and evening classes seem to offer the best opportunity for the interested person to complete high school and the sampling survey shows that this is where nearly all of the aspirants are enrolled. But in these classes, as they are now operated, we find the great stumbling block of time. As shown above, under most of the present systems, it will take a person from one to nine or ten years to complete his high school studies, depending upon his grade placement, if he goes only during the evenings. It is fairly apparent that our secondary school administrative structures are generally based on the traditional program for day school students and the easiest way to prepare an adult for a diploma is to force him into this traditional pattern. There is a definite need for high school completion programs tailored to the needs and maturity of adults. Such programs should greatly reduce the time and financial factors without diminishing the quality of instruction and content. Methods and means of speeding up high school completion for qualified adults would include equivalency testing, high school credit for work experience and evaluation of training in military service and in private schools for application toward diploma requirements.

III. WHAT OTHER STATES ARE DOING ABOUT THIS PROBLEM

Other states face the same problem of the adult who wishes to complete high school. A recent national survey conducted under the auspices of the Division of Vocational and Adult Education, Richmond, Virginia (1961-62) indicated a wide-spread recognition of the fact that the problem has national as well as local significance. The responses to the survey indicated that there are wide variations in policies and procedures among the various states as to the nature, extent, and conditions surrounding the learning experiences provided for adults seeking a high school completion certificate or diploma.

The use of the General Educational Development test as a basis for awarding certificates of high school equivalency is almost universal. According to the survey, all of the 50 states except Ohio, Delaware, Massachusetts and Wisconsin use it as a basic instrument for measuring educational achievement in terms of high school equivalency. In Michigan there are 28 local-testing centers approved by North Central. Test results may be used by local districts toward high school graduation credit. Efforts are being made to expand the number of such centers so that no one will be denied the opportunity to the G.E.D. tests administered by them.

However, there appears to be wide variation among the several states regarding the "status" of the certificate awarded on the basis of the G.E.D. test. These variations range from full status in such states as California (which makes no attempt to distinguish between a high school diploma and a certificate of equivalency) and New Jersey which states "By law the Certificate is the legal equivalent of a high school diploma . . . and shall be accepted as meeting state requirements for admission to the study of the various professions and vocations," to Virginia which merely certifies that the holder has achieved as "acceptable score on a comprehensive and approved battery of standardized tests in the following high school subject fields: English, Mathematics, Science, and Social Studies."

Nine states indicated the use of other tests in addition to the G.E.D. to measure high school equivalency. Pennsylvania, for instance, uses the Pennsylvania High School Equivalent Examination - a series of 32 achievement tests in subject areas. New York uses the battery of five tests called

U.S.A.F.I. tests of general educational development. California makes it possible for a person to receive credit toward graduation for successfully completing the Iowa Test of Educational Development, the California Achievement Test or the Stanford Achievement Test.

Moving from high school equivalency certificates to high school diplomas we find that ten states have some system of equating test results in terms of earned credits toward a diploma. In Florida, the State Department of Education administers a state-wide adult examination by which adult citizens may qualify for high school equivalency or establish regular high school credit toward a diploma.

Adult education programs in California provide an opportunity for students to complete courses required for an elementary or high school diploma. School districts generally grant certificates for separate courses or series of courses in a given field, and diplomas to students completing elementary school or high school programs. Policies on evaluating and granting credit and on the curriculum, other than courses prescribed by the state, are determined by the governing boards of the local school districts issuing the diplomas. The diploma is awarded whenever a student has completed all requirements of a full curriculum, without regard to the length of time needed to complete such requirements.

It is interesting to note that in one year (1964), more than 31,000 California adults received diplomas as a result of sucessfully completing high school completion programs in that state, and in addition, an estimated 9,000 equivalency certificates were granted.

The survey also showed that 11 states grant credit for employment experience having an educational value. The experience is generally validated by means of an affidavit from the employer.

The survey indicates that many states are beginning to recognize that many otherwise mature adults have not had the opportunity to complete the formal requirements for a high school diploma and that frequently such persons through reading, travel, self directed study and work experience have reached a level of educational competence equivalent to that normally associated with high school graduation.

IV. FINANCIAL PROBLEMS OF THE ENROLLEE IN MICHIGAN

Up to the present time, school districts, generally, have charged for courses. Nineteen of the 32 districts reporting gave the fees charged for 1/2 unit of credit. The costs ranged from a low of $7.00 in Flint where the work is subsidized by the Mott Foundation, to a high of $20.00. The majority of the districts charge $15.00 - $16.00 for the academic subjects and the laboratory courses cost an additional $5.00. By using the lowest cost reported by Flint, the cost per student could be $224.00 for 16 units. By using the average charge of $16.00, the cost per student is $512.00 for 16 units and neither figure includes the cost of books, materials, or laboratory fees.

Costs per unit of credit when the student uses correspondence materials from the University of Nebraska is $32.00 plus the cost of books and materials which for the academic subjects will average about $6.00 per course. Thus the tuition will equal that of the average class fees listed above with the additional cost for books, which will be about $100.00.

Additional cost to the student when taking work by correspondence will be $1.00 per week to provide the supervision of the program, to supervise tests, to validate the work to make it acceptable to the high school and to the correspondence school.

Some districts are using certain correspondence school material where a complete high school course of 16 units may be obtained for less than $200.00 plus a matriculation fee of $10.00, plus postage one way on all lessons. This price includes texts for the academic subjects. The North Central Association regulations require that after the completion of the subject, a test be given by a regular high school instructor appointed by the high school principal to validate the work.

A high percentage of the students who do come to start classes will ask for credit or time payment possibilities, and in a number of instances the directors consider it a desirable service. It should be added that seldom is their faith misplaced although it makes considerable extra work when most programs are understaffed.

New local policies commensurate with the recent legislation on reimbursement are being developed to cooperate with the mandatory existing laws. Such policies will aid the enrollee in regard to financial considerations.

Chapter III

SUGGESTED PROGRAMS AND POLICIES

I. THE SCHOOL PROGRAMS AND POLICIES

Program and policies governing the high school completion program are necessary for effective modern living for adults and out-of-school youths.

Position Statement

The general program and policy governing this aspect of our total educational effort must be applicable to a wide variety of conditions and participants. For example, with regard to conditions, one must consider the size of the community, urban or rural; cultural differences; socio-economic status, etc. In reference to participants, the program and policies must include provision for meeting the needs of citizens sixteen years or older beginning with the illiterate. Consequently, to adequately serve the above conditions, flexibility in programing and policies at the local level must be established.

Curriculum Objectives

Unfortunately, custom, tradition and out-dated accrediting regulations have established iron-clad restrictions that thwart many efforts to bring changes necessary to adequately serve the citizenry needs. It is clearly evident from the position statement that competencies, skills and attitudes should not be considered as requirements in our policies and programs, but as responsibilities to be met by our policies and programs. The competencies, skills and attitudes of interested citizens should play a major role in the formulation of the curriculum to be structured. The subject areas within the curriculum should be so structured that the two major goals can be realized by any individual enrolled in the program regardless of his academic assets. These goals are:

1. The acquisition of academic knowledge realized through the completion of a certain basic curriculum.

2. The acquisition of a specific skill that would provide him greater potential for employment.

These two objectives can be implemented providing the following philosophy with regard to these two areas is accepted:

> Goal one: To assure a measure of academic excellence, a basic curriculum taught by instructors holding university or college certification, as well as state credentials, should be provided. This basic program should involve the following educational areas: social studies, basic mathematics, language arts, science and the humanities. This basic curriculum would comprise approximately 50% of the total curriculum.
>
> Goal two: To provide the individual with greater potential for employment and to enhance the individual's ability to compete in our fluid economic structure, programs must be provided to train, retrain, and/or upgrade each program participant. Credits toward a high school diploma would be given for these classes. The unit of credits given would be based on the degree of the skill and the competency involved.

Our present secondary schools' administrative policies would not inhibit the fulfillment of goal one; however, they would restrict, and in many instances, prohibit the fulfillment of goal two. The present policies that apparently exist would specifically restrict the second goal mainly in two areas:

1) The assignment of instructors that do not hold provisional or permanent certification.

2) The awarding of units of credit towards graduation for classes involving specifically skilled training taught by specialists or technicians. Policies should exist which would promote these two curriculum objectives.

Counseling

Those citizens who did not complete their high school education and after several years of varied activities, desire to resume their education and receive a diploma must be provided with counseling service. This counseling service would provide the individual with a complete summary of the credits earned to date, the work experience that would be given equivalent credit, the required subjects remaining as prescribed by the local Board of Education, and remaining electives. The counselor, in determining the achievement and competency of the individual, would honor any reliable records of achievement previously accomplished by the individual such as high school courses, service schools, trade schools, correspondence schools and work experience. This summarization of the academic status of the citizen seeking his diploma would provide him with the necessary information to resume his education.

If a citizen reports to the counselor with little past experience to determine educational status, a testing procedure would be implemented to establish grade placement. If the individual fails to attain the ninth grade level, a refresher course in English, mathematics and social studies would be offered to up-grade the educational level of the applicant. Subsequently, a second test would be administered to establish grade placement.

Accreditation

As was stated earlier in this article, customs, traditions and out-dated accreditation have curtailed drastically any effort on the part of interested educators to establish a high school completion program for adults and out-of-school youths. Through the years, the accrediting institutions, namely the North Central Association and the Bureau of School Services-University of Michigan, have relaxed their policies to allow schools to deviate from the traditional policies and regulations. However, the majority of the secondary school administrators have not taken advantage of the broader concepts permitted by these institutions. Greater encouragement should be initiated by these agencies to provide the leadership concerning programing so that schools will realistically attempt to meet the needs of the citizenry. Too frequently, the administrators of the secondary schools seek the comforting position seemingly prescribed by these agencies and unless the program proposed is within the policies of certification and Carnegie unit identification, it is discouraged.

Unless these apparent barriers are removed, a program that realistically meets the needs of adults and out-of-school youths cannot be foreseen.

II. THE ROLE OF THE TEACHER AND HIS QUALIFICATIONS

Role

No adult education administrator would deny that the success or failure of a class depends upon the teacher. Consequently, the teacher plays the dominant role in any program and to engage a teacher with that in mind is to court disaster.

Many students will identify the entire adult education program with the teacher. The communications and relations of the student with the administrator is small but important. When the glamour and excitement of enrolling are over, the teacher has the down-to-earth job of carrying the student over the difficult and tedious tasks of learning. The teacher must assume the role of leader. He must be able to instill the desire to continue with what, at times, must seem like an insurmountable endeavor on the part of the student.

The students involved with such a program will, in most instances, find themselves on a tight schedule. With formal counselling service at a premium, the teacher is going to find himself forced into this role. Although he will not have the formal training, his advice is going to be sought. The teacher, therefore, finds himself in the role of counselor.

Thus the adult education teacher finds himself holding the dominant role in the program. His task is not the dispenser of knowledge in the ordinary manner of thinking. He fulfills his role through his leadership and guidance.

Teachers must possess special skills and attitudes if they are to be successful in stimulating adult learning. In-Service Training should be established to teach these skills and develop these attitudes. In particular, the art of group discussion should be emphasized so that the free exchange of ideas may stimulate learning and the teacher may act as a leader rather than a taskmaster.

When existing conditions are such that this type of instruction is inhibited by lack of skilled teachers who understand the problems of teaching adults, then consideration should be given to instruction through supervised study programs to encourage students.

Qualifications

Because the background and experience of the students entering the adult education program will be varied, the skills and qualifications of teacher must be equally broad. Perhaps no one teacher will possess all the skills and requisites to meet all the challenges in the program, but he should possess at least the following qualifications in his particular area. (Not necessarily in order of importance.)

1. Subject Matter

   The backgrounds of the class entering the adult education program will be broad. Consequently, the mastery of the subject matter on the part of the teacher must be equally broad. Furthermore, in order to meet the challenge which the class will present, the teacher must know his particular field well. Along with the breadth and

depth of the subject matter the teacher must possess an inquisitive mind,---a further desire for knowledge, in order to meet the challenge which the class will present.

2. Adaptibility

Within each adult education class there is going to be a wide distribution of ability, interest, and experience on the part of the students. Because of this divergence the teacher must be able to plan each lesson well so as to meet the needs of all the students. Besides being a specialist in presenting the particular lesson the teacher must also be broad enough to encourage different kinds of experiences in the students who lack them. The teacher must be prepared to identify the weak and strong areas of the students and to plan each lesson with these in mind. These will vary with the different classes, and consequently, the teacher must be able to adapt to them.

3. Understanding Attitude

This requirement cannot be over emphasized. Without it a teacher can only meet with failure, while on the other hand, an instructor who possesses these attitudes can lead his students a long way with limited capabilities. (A good leader will want to make all his students wish to develop.) The impatience of the student must be met with patience on the part of the instructor. Selfishness and prejudices on the part of the student must be met with tact by the teacher. Of utmost importance is that the teacher learn to compensate in the classroom for his personal prejudices. He must have an open mind to all students regardless of their ability, interest, age, class, race, or creed. There must be a sincere desire to help each and every one.

4. Philosophy

A teacher must have knowledge of the philosophy or purpose of adult education program as set forth by the board of education. He should be aware of the needs and problems of the community and be able to present his subject matter in a real and meaningful manner so that he serve both the student and the community. Unless this cohesive bond is possessed by the teacher each class becomes an adult education program unto itself and unity of purpose and objectives becomes lost in a myriad of classes.

5. Certification

It is assumed that all teachers be certified by the proper certifying agency in the state. The requirements for certification of teachers in the adult education program should be broad enough to utilize all those who have demonstrated their expertness or mastery in a particular field. Rather than limiting, the certification code should be so established as to utilize the best resources in the community. In such cases an emergency certificate should be available to those who have established themselves as capable of presenting a single lecture or a series of lectures or demonstrations.

Thus instructors of specific skills might not necessarily hold the same certification as those in the basic curriculum program. Use should be made of specialists or technicians who may not be college educated but have vocational or special certification by the State Department for their specific assignment. Present procedures provide for greater latitude in the certification of teachers in Adult Education than in other areas.

6. Physical Stamina

Most adult education programs today rely upon teachers other than those regularly engaged in education for their instructors. Consequently, the physical condition of the instructor must be such as to allow him to stand the strain of teaching one or two evenings a week, along with its preparation, after he has already put in a day's work.

7. Staffing

A more desirable situation would be to establish a core of adult education instructors. When programs are not large enough to utilize them full time it should be possible for them to spend a part of their time teaching in the day program and the remainder in the adult education program. This will make the teacher feel that he is a part of the adult education program and not something done in his "spare time".

III. NATURE AND DEGREE OF ARTICULATION OF THE ADULT SCHOOL AND ITS PROGRAM WITH THE TOTAL COMMUNITY SCHOOL AND THE GRADUATING CREDENTIAL

Nature of the Problem

Although educators have long been cognizant of the problems confronting the high school dropout, this concern is now being shared by the entire nation. The plight of the nation's lowest economic group has been linked unequivocally with low educational achievement. Current experience indicates that the high school diploma is the minimal requirement for those adults applying for even the most menial positions.

As in no previous period in our country's history, it is a necessity that all citizens—adults as well as minors—have the opportunity to take advantage of school facilities which should be readily accessible to them. To this end, it is recommended that a comprehensive educational credit program for adults be an integral part of every public community school system.

Cooperation and Articulation

It is imperative that close cooperation and clear articulation of the adult credit program be established within the total community school program if the dropout problem is to be attacked forthrightly and ultimately solved.

The assistance of the entire day school staff---especially that of the counselors---is vital to the success of any meaningful program geared to the needs of adult and other dropouts. The high school principal, however, must occupy a unique position, as a bridge, to articulate the adult credit program with the total school effort. He must retain an open mind and give careful

consideration to possible solutions which go beyond the traditional approaches to the problem.

The primary purpose of the adult high school is to serve those who have separated themselves from formal schooling. Ostensibly, it should be for those who have gained some maturity outside the classroom and obtained experience in the "school of hard knocks".

However, there should be close working relationships between the leadership of the adult school and the youth high school. There should be opportunity for the occasional youth, who has passed the compulsory school attendance age, to transfer to the adult school when such action seems advantageous to the student. Moreover, it is conceivable that needs of some students might be best served by part-time enrollment in both schools.

Such transfers should be made only after careful consideration by counselors of both schools with student and parents or guardian. There should be clear evidence that personal educational, social or economic characteristics are inherent which make the transfer sound and advisable. It might be indicated that it is clearly not intended that the adult school shall become a dumping ground for the delinquent and the social offender occasionally found among high school enrollees. Each school district should formulate a flexible policy to govern such transfers, a policy which can be defended on the basis of meeting more adequately the educational needs of a student in question.

Credentials of Graduation

The prevailing practice of Michigan high schools is to award a single credential for all high school graduates. It is recognized, however, that some local school districts have evolved other satisfactory arrangements in response to local needs.

The student's entire record---academic and general---should be the determining factor in deciding which kinds of post high school training would enable him to develop his maximum potential.

IV. FINANCE

Determination of Responsibility

The adult student who for various reasons dropped out of school should not be limited to only one opportunity at obtaining an education. The needs of society as well as the needs of the individual should be considered. For if the individual is able to up-grade and promote himself adequately, he will not become a "drag" on society; but will become an asset instead.

Opportunity for high school completion study should be offered by secondary school districts for all residents regardless of age and should be an integral phase of public school education. This policy in part has already been expressed by this committee and is so stated as follows:

(Planning for Public School Adult Education in Michigan, Bulletin No. 428, published by the Department of Public Instruction, 1960 ed. Chapt. V, Pg. 22.)

"Adult Education should be financed through State and local revenues as an integral phase of the State's program of public school education."

"Adult Education should be an integral phase of the community public school, not special or extracurricular. If it is an integrat part of public education, then the state moneys provide should come through the foundation program for state aid to public schools. A unified plan for financing encourages sound administrative organization on both state and local levels and has potential for improved educational services at minimum cost." This has now been accomplished in part at the state level as a result of a revision to the State Aid Act of 1964-65. (See below)

Shared Costs

Since Horace Mann advocated free education, public schools have been supported from public funds. To charge tuition for classes offering credit toward a high school diploma is in opposition to this concept. Financing of a high school completion program should be publicly supported on a uniform basis at all age levels. Michigan recognizes this by the State Aid Act of 1964-65 (Act #312 of the public acts of 1957, as amended. Section 12 of this Act says in part:)

All pupils to be counted in membership shall be at least five (5) years of age on December 1 and under twenty (20) years of age on September 1 of the school year except that all pupils regularly enrolled and working toward a high school diploma may be counted in membership regardless of age. Any former member of the armed services in attendance in the public schools, the cost of whose instruction is not paid for by other state funds or by the federal government, shall be counted in membership regardless of age.

By this act the state shares definitely in the cost of educating adults toward high school completion. It encourages the local district to accept the responsibility of "upgrading" the mature citizen by making the education of adults a more integral part of the total school program.

The minimum support by the local school districts should include the providing of classroom space, utilities, maintenance, and administration. Public school systems should be cautioned against making adult programs self-supporting to the extent that they become private schools operated by the public schools. Efforts should be made to integrate the adult program financially with the total school program.

The adult student's share of the cost should include the purchase of books, instructional materials and supplies. Fee charges should be either modest or non-existent. This matter should be determined by the local board of education and has previously been expressed as follows in Bulletin #428, p. 25:

"Assessment of student fees, in amounts which do not violate the concept of equal educational opportunity, is a matter for local determination."

"If charges are made they should never become "Prohibitive" but remain 'incentive' in effect..."

Chapter IV

SUGGESTED CRITERIA FOR ISSUING HIGH SCHOOL DIPLOMAS FOR ADULTS

A truly functional adult educational program must not force adults to fit into traditional teen-age programs of our day. Without lowering standards, ways must be found to fulfill the needs of adults so that public education will be made available for all persons who wish it or have need for it.

The following suggestions, for the implementation of an adult educational program, leading to the granting of a high school diploma, is made with this hope; that school districts who already have an avenue for such training will compare their program with the suggested criteria and make adjustments whenever necessary; for districts who do not have an existing program, they will use this as a guide to establish policy which will give adults a realistic opportunity to complete their high school education.

IMPLEMENTATION

A. Eligibility

Any adult or out of school youth who is not a high school graduate (with exception as noted in articulation.) pages 19-20

B. Curriculum

A suggested basic distribution of credits where 16 Carnegie units are required for a four year high school diploma: (These will vary according to other organizational patterns such as: 6-6; 6-3-3, etc.)

3 units in communication arts
1 unit in mathematics
1 unit in science
2 units in social sciences, including 1/2 unit in local, state and federl government
9 elective units of credit with the following suggested applications after students are counseled, giving major consideration to their education-vocation objectives.
1. For employment: minimum of three units in a major occupational field.
2. For college or university transfer; minimum of two majors and two minors recommended.

C. Credits applicable toward completing work for a high school diploma.

Credits previously earned in:
1. Any accredited high school.
2. Any approved trade or business school.
3. Armed Forces schools and programs.
4. Community colleges.
5. Adult school credit courses. Those courses offered on an accelerated basis, awarding appropriate credit whenever student gives evidence by examination or other proof of having mastered the subject matter prescribed. These courses may be offered in the following manner.

Regular classroom work
Grouped classroom work
Supervised home study courses
Individual programmed learning

6. Equivalency testing.

This is a very important factor in making education, for adult high school credit, realistic and workable. There are two areas of this nature.

a. General Development Testing. There are many programs using general development as a basis for granting credit. The amount of credit varies from four units to 16 depending on scores received in testing. (For illustrations see Appendix A)

b. Subject Matter Competency Tests. There are many standardized testing programs available from various agencies, allowing one to determine the degree of achievement in various subject matter areas.

7. Work experience.

Credit should be granted for occupational experience and competence. This would be similar to the granting of credit through various cooperative education programs as is presently being done in high schools. Measurement could be as follows:

a. Through the use of the "Scale of Specific Vocational Preparation". In the determination of the units of credit to be allowed for the educational aspects of work experience, the chief administrator for the program should be guided by the "Scale of Specific Vocational Preparation" (SVP) found in the publication: Estimates of Worker Trait Requirements for 4000 Jobs, published by the U.S. Department of Labor. An amount of units of credit equivalent to the SVP rating of the candidate's job would be allowed provided the candidate can establish that he is a qualified worker in his job.

b. By the use of an evaluation advisory committee composed of industry, business and education.

D. Resident Requirement

According to local board of education policy, keeping in mind that all adults who are in need of or wish to participate in the high school credit program, should be given the opportunity.

E. Administration

The program is to be administered by a chief administrator in charge of the program. (1) He will evaluate the candidate's previously established record of credits, work experience, and tests (GED and others) to determine the total number of units of credits to be allowed. (2) He will determine the number of units of credits to be earned by the candidate and specify the

fields or areas of subject matter in which these units of credits must be taken and will inform the candidate of these requirements. (3) When he is satisfied that the candidate has successfully completed all requirements for high school graduation, he will recommend to the proper authorities and the board of education that a diploma be issued.

F. Teacher Qualifications

As approved by the Department of Public Instruction and in accordance with the descriptions in Chapter III.

G. Guidance

Guidance and counseling services comparable to the day school should be offered to these students. (a) The counselors will evaluate the candidates' previously established record of credits, work experience, and tests (GED and others) to determine the total number of units of credit to be allowed. (b) He will determine the number of units of credit to be earned by the candidates and specify the fields or areas of subject matter in which these units of credit must be taken and will inform the candidates of the requirements. (c) When he is satisfied that the candidate has successfully completed all the requirements for high school graduation, he will recommend to the administrator that a diploma be issued.

H. Facilities

All facilities, such as library and cafeteria services, should be available on the same basis as the day school.

I. Finance

Adult education should be financed through state and local revenues as an integral phase of the State's program of public school education.

J. Diploma

A regular diploma as issued by the local school district should be awarded with provisions for a transcript to be a part of it. The diploma will not be issued prior to the candidate's normal date of day school graduation.

K. Promotion

No product is any better than the public's general acceptance of it and the adult high school credit program would crumble without students. It is, therefore, the duty of the school administration along with the board of education to make certain that all citizenry will have knowledge of the opportunities afforded to them.

The problem is one of identifying educational needs, by and with each adult, defining educational goals to be attained and devising a learning program for achieving the desired goals. Devices for measuring the attainment of goals are quite as important as formulating statements of the goals. Needs, goals, learning, measuring --- these are inseparable; they represent a continuance and need to be invisoned as something more than hours spent in a classroom and units of credit on the books.

APPENDIX A

Suggested Policy for Granting Credit Toward High School Graduation by Using General Education Development Tests (High School Level)

1. Students participating in this program must be at least 21 years of age or more.

2. Credit will be granted only in those sections of the General Education Development Tests (high school level) successfully completed with average standard score of 45 or above.

3. The amount of credit allowed toward a high school diploma will be determined by the principal or counselor at the local adult school.

A suggested design which could be used for granting credit for each area in which the student qualifies follows:

TEST	DESCRIPTION	MAXIMUM CREDITS	SUBJECT AREA
I	Correctness and Effectiveness of Expression	25 To be used toward satisfying the required semester periods	English Cannot be used to satisfy American Literature requirement
II	Interpretation of Reading Materials in the Social Studies	15 To be used toward meeting the required semester periods and/or electives	Social Science Cannot be used to satisfy U.S. History or U.S. Government requirements
III	Interpretation of Reading Materials in the Natural Sciences	10-20* Amount granted cannot exceed a maximum of 20 semester periods in Science requirements	Science Cannot be used to satisfy the laboratory science requirement
IV	Interpretation of Literary Materials	15 Elective credit in Literature	Literature May be used for American Literature requirement
V	General Mathematics Ability	10-20* Amount granted cannot exceed a maximum of 20 semester periods in Mathematics requirements	Mathematics Cannot be used in lieu of Algebra, Geometry or Trignometry

* Maximum of only 30 semester periods may be granted in the combined Mathematics-Science requirements.

APPENDIX B

Subject Matter Competency Tests

A sampling of standardized tests available to determine the degree of achievement.

California Achievement Test - 1957 Ed., 1963 Norms
Advanced Grades 9 - 14
Publisher: California Test Bureau
916 Williamson Street
Madison, Wisconsin 53704

Subject Matter Areas: Reading, Arithmetic, Language

Iowa Tests of Educational Development
Grades 9 - 12
Publisher: Science Research Associates
259 East Erie Street
Chicago, Illinois 60611

Subject Matter Areas:
Basic Social Concepts
Natural Sciences
Appropriateness of Expression
Quantitative Thinking
Social Studies (Reading)
Interpreting Literary Materials
General Vocabulary
Use of Sources of Information

Essential High School Content Battery
Grades 10 - 12
Publisher: Harcourt, Brace and World
7555 Caldwell Avenue
Chicago, Illinois

Subject Matter Areas:
Social Studies
Language and Literature
Science
Mathematics

Metropolitan Achievement Tests
High School Battery, Grades 9 - 12
Publisher: Harcourt, Brace and World
7555 Caldwell Avenue
Chicago, Illinois

Subject Matter Areas:
Reading
Spelling
Language
Social Studies Study Skills
Social Studies Vocabulary
Social Studies Information
Math Computation and Concepts
Math Analysis and Problem Solving
Scientific Concepts and Understanding
Science Information

Cooperative General Achievement Test

Grades 9 - 12 and entering college freshmen

Publisher: Cooperative Test Division
Educational Testing Service
Princeton, New Jersey

Subject Matter Areas: Social Studies, Natural Sciences
Mathematics

Cooperative Achievement Test

Publisher: Cooperative Test Division
Educational Testing Service
Princeton, New Jersey

Subject Matter Areas:

Biology	Arithmetic
General Science	Geometry
Chemistry	English
Physics	Social Studies
Algebra	Foreign Language

Sequential Test of Educational Progress

Level 3 - Grades 7, 8, 9
Level 2 - Grades 10, 11, 12

Publisher: Cooperative Test Division
Educational Testing Service
Princeton, New Jersey

Subject Matter Areas:

Reading	Essay
Writing	Mathematics
Listening	Science
	Social Studies

Minnesota High School Achievement Examinations

Grades 7 - 12

Publisher: American Guidance Service Incorporated
720 Washington Avenue, S.E.
Minneapolis, Minnesota 55414

Subject Matter Areas:

Language Arts	Geometry
Social Studies	Trigonometry
Mathematics	Bookkeeping
Algebra	Science
	Foreign Languages

SELECTED BIBLIOGRAPHY

A Descriptive Study of Private Trade and Vocational Schools in Michigan,
Richard T. Keist and Raymond J. Young, July, 1964.

Comparative Policies on High School Diplomas for Adults,
U.S.A. Department of Vocational and Adult Education, Richmond, Virginia, 1963-64.

Estimates of Worker Trait Requirements for 4000 Jobs,
(SVP), U.S. Department of Labor.

Guidance Services for Adults,
State Department of Education Volume XX No. 7, Sacramento, California, August, 1961.

Let's Teach Adults,
Florida State Department of Education, Tallahassee, Florida, July, 1954.

Planning for Public School Adult Education in Michigan,
Bulletin #428, Department of Public Instruction, 1960.

Survey of 32 Michigan High School Districts,
Herbert Hengst, Loy LaSalle, Linus W. Heydon, Spring, 1964 (Unpublished).

The Dropout --- Whose Responsibility?
Published by Wayne County Board of Education, Detroit 26, Michigan.

The High School Program in Public Adult High Schools,
University of California, Los Angeles, 1964, William Rainey Hathaway, Ed.

Where the Jobs Are,
Leslie Velie, Reader's Digest, January, 1965.

THE LIBRARY OF
JAN 17 1969
CONTINUING EDUCATION